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DD / S R E G I S T R Y

FILE

*Meetings (Deputies)*

9 May 1972

MEMORANDUM FOR: Deputy Director for Intelligence  
Deputy Director for Plans  
Deputy Director for Science & Technology  
Deputy Director for Support  
General Counsel  
Inspector General

SUBJECT : Agenda for the Deputies Meeting on 10 May 1972

At our meeting on Wednesday, 10 May, at 2:30 p.m., the following subjects will be discussed:

- a. Compartmentation Systems. The Director of Security will brief on this subject.
- b. Archives, History, and Records. See my revised draft, attached.
- c. Classification and Declassification. Please refer to the following memoranda:

OGC Memorandum of 21 April 1972, "CIA Implementation of New Executive Order Which Protects National Security Information"

OGC Memorandum of 25 April 1972, "Draft NSC Directive Implementing E. O. 11652" 25X1

DD/S Memorandum of 5 May 1972, "Implementation of Executive Order 11652"

- d. DCI Annual Conference [redacted] - General discussion 25X1  
[redacted]

W. E. Colby

Executive Director-Comptroller

cc: Director of Security  
D/DCI/IC

MORI/CDF Pages 1-8

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9 May 1972

MEMORANDUM FOR: Deputy Director for Intelligence  
Deputy Director for Plans  
Deputy Director for Science & Technology  
Deputy Director for Support

SUBJECT : Archives, History, and Records

1. Considerable study and discussion have taken place of the Agency Historical Program and the Records Management and Archives Programs. This memorandum will outline a basic approach to the interrelationship of these three subjects in an effort to improve the Agency's performance in all these fields.

2. In essence, the three subjects all record our experience to make it available for future use as required. This use includes file searches for current operational support, briefing and training new personnel, answering press or Congressional questions as to the Agency's role in earlier events, etc. The problem is to design a system which will satisfactorily answer the needs of the future in these fields with a minimum expenditure of man hours and funds at present. In these days of declining personnel ceilings, we obviously cannot dedicate large amounts of current manpower to making immediately available detailed answers to all contingent questions. On the other hand, some records have direct value to future operations, and certainly our need to handle press or Congressional questions warns us of the need to devote an appropriate effort in this direction.

3. In our approach to this problem in this internally compartmented Agency, it is essential to decentralize much of the responsibility and most of the actual effort. At the same time, this decentralization needs to be matched by a reporting system which will indicate the degree to which minimum standards are met by all units, and a mechanism by which units can profit by interchange of experience and by sharing solutions.

4. In our analysis we must clearly recognize different kinds of records material and the different purposes we expect them to serve. Some of our records are important basic reference tools, e.g., CI files.

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Some are analyst working files of moderate life requirements. Some are formal publications of the Agency distributed elsewhere in the Government with source sanitization. Some are operational records and documents, and some of these are highly sensitive and must remain compartmented as well as classified. Some of our reviews of past events are essentially chronicles of these events, which have value to new arrivals. Some should be analytical reviews drawing lessons and conclusions. Our system should reflect these differences if it is to do the job needed.

5. The following overall approach to this situation has been developed for implementation through the mechanisms indicated:

a. Records Management

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(1) Effective records management is the foundation stone of any satisfactory action in these fields, as well as current operations depending upon effective records. It must be the subject of continuing and serious attention at all levels of the Agency. The Executive Director will report on it periodically to the Director and Deputy Director, and it will be reviewed semiannually with the Deputies.

(2) The Records Management Board (with representation from each Directorate at the senior officer level, and such secretariat as may be required) will report its conclusions, recommendations, etc., (with any dissents) directly to the Executive Director. The Deputy Director for Support will provide general support for the Agency Records Management Program, while each Directorate will remain responsible for the Records Management Program within its own Directorate. The Chairman of the Records Management Board will be the Agency Records Administration Officer and will report directly to the Executive Director, together with his secretariat. The Records Management Board will make semiannual reports to the Executive Director, outlining the status of the Agency's Records Management Program, any problems it is experiencing, and its recommendations for improvement of the Program (including reports on records

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management to be submitted by the Directorates). The Executive Director will consult with the Deputy Directors before implementing any such recommendations.

(3) The Agency Records Administration Officer will be a nonvoting member of the Agency Information Processing Board, with authority to submit agenda items and recommendations to the Information Processing Board. He will particularly bring to the attention of the Information Processing Board those aspects of the Agency's Records Management Program which should be considered by the Information Processing Board, with any recommendations for support of the Agency Records Management Program requiring Information Processing Board action. He will similarly make available to the Records Management Board all information coming before the Information Processing Board which might be of value or be appropriately considered by the Agency Records Management Board and its members.

(4) The Records Management Board will develop recommendations as to categories of Agency records (such as the categories in paragraph 4 above, plus any others deemed appropriate) and as to specific guidelines for the selection and retention of records in these categories. These guidelines should also, where appropriate, include time periods for retention by category and indicate disposition thereafter, and include appropriate measures to comply with legal and executive requirements for retention and declassification. In particular, recommendations should be made as to the identification of categories which might appropriately be retired as classified Government documents under GSA auspices or passed to the National Archives, rather than held solely under CIA control to protect intelligence sources and methods.

(5) The Records Management Board will serve as the forum for recommendations for declassification, Agency contributions to other Agency historical programs and other interagency problems involving the Agency's records. In

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this process, coordination will be made as appropriate with the General Counsel, the Director of Security, the Agency Historian, the Agency Archivist, etc.

b. Archives

(1) Each unit submitting an annual report ~~report~~ (see below) will identify its key documents and files for permanent inclusion in Agency Archives. The Records Management Board will develop the system or systems by which such documents will be identified on a systematic basis during the year and indexed for later access, as an element of the Records Management Program. Annually, each unit will make an overall review to ensure that the documents marked for archival retention are neither excessive in detail nor incomplete through omissions. A certificate to this effect will accompany the unit's Annual Report, and the Agency Archivist will report any problems in this process to the Executive Director through the Records Management Board.

*consulted?* (2) An Agency Archivist will be appointed to supervise the Agency's Archives Program and will report directly to the Executive Director. He will be a member of the Agency Records Management Board and will coordinate the execution of the Archives Program through this Board. He will also work in close coordination with the Agency Records Management Officer and the Agency Historian. Archivists will be appointed by the Deputy Directors in their Directorates to supervise this program in the Directorate. These officers will be of senior grade, although they may be appointed as Directorate Archivist as a part-time duty in addition to other duties. They will be assisted by the Directorate Records Management Officers. The Agency and Directorate Archivists will supervise compliance with overall Agency Archives regulations to be drawn up and issued after consultation with the Deputy Directors. A semiannual report to the Executive Director on the Archives Program will be prepared and coordinated with the Records Management Board.

(3) Arrangements will be made for the segregation of archival documents from those held for records purposes,

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*RMS still  
runs the Records  
Center.*

in order to permit the automatic retirement and disposition of records without loss of key archival documents. Archives will be physically held by the Records Management Officer in the Records Center, under guidelines established by the Agency Archivist.

c. History

The major thrust of the Agency Historical Program will be placed on the development of analytical histories of important Agency activities and operations. The "Office History" approach to date, which has been largely successful in bringing our history up to 1965, will no longer be the major focus of the Program, as the chronicling of future Agency activity will take place under the Annual Report system outlined below. Thus, future Agency Histories will take major subjects of Agency activity and analyze the ways in which the various elements of the Agency worked together to produce the overall Agency contribution to the operation in question. There will be some situations in which a single element of the Agency provided all or most of the Agency participation in any one activity. There will be occasions also when sensitivity will require that any analytical review of an operation be conducted in a most restricted fashion. This will apply to many Clandestine Service Histories. Priority will be given to establishing the basic Agency History of the more prominent operations and activities in which the Agency has been engaged, e. g., Cuban Missile Crisis, Bay of Pigs, War in Vietnam, War in Laos, Congo Operations, U-2 Operations, etc., with particular attention to lessons derived from these experiences. These histories should also be indexed in a fashion to permit their use to provide immediate response to public or congressional inquiries on these prominent events to the extent feasible. Histories will in the future depend upon Annual Reports for general chronicle and upon the Archives Program for identification of key documents. The Agency Historian will be an ex officio member of the Records Management Board, will report directly to the Executive Director, and will work in close coordination with the Agency Archivist and the Agency Records Management Officer.

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d. Annual Reports

(1) To provide the necessary chronicle of the Agency's activities at minimum expenditure of effort, a system of annual reports of the units and offices of the Agency will be developed. These will be submitted to the next senior command level for review and then held by the originating unit, with a copy incorporated in the Agency's Archives. The annual report will be compiled during January, covering the previous calendar year. The identification of the elements to submit these annual reports and an outline of their format will be developed by the Agency Historian for the Executive Director, in coordination with the Deputy Directors. These may include significant contractor units, when these played a significant role in Agency programs or operations. These annual reports should highlight major accomplishments, major problems and overall conclusions and recommendations for future action in the unit itself or by elements supporting or associated with it. As required, compartmented annexes can be compiled and held separately covering particularly sensitive events.

*Some as  
far as  
to be in  
the  
process.*

~~4~~ In many areas it will be essential to produce one-time reports to cover the years from 1965 (or the most recent History) to the current Annual Report. This will be undertaken by units identified to submit future Annual Reports. In those situations in which an overall Agency History to be produced will cover the period in question, a separate Annual Report need not be developed (e.g., the War in Laos, the War in Vietnam), as the necessary chronicle and Archives can be developed at the same time as the analytical history. In other cases, however, a one-time effort to catch up to the current annual report system will be necessary, and this will be undertaken by the unit in question. Staff supervision of this activity will be provided by the Agency Historian and Archivist.

e. Classification and Declassification

The Records Management Board will be the focal point for the Agency's implementation of the classification and

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declassification procedures required by Executive Order 11652. The Board will coordinate as required with the General Counsel, the Director of Security, the Agency Archivist, the Agency Historian and others in carrying out this responsibility. The Agency Records Management Officer will be designated under Section 7 of this Order as the Agency representative to the Interagency Classification Review Committee, acting under the supervision of the Executive Director.

W. E. Colby  
Executive Director-Comptroller

cc: Inspector General  
General Counsel  
Director of Security

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MEMORANDUM FOR : Deputy Director for Intelligence  
Deputy Director for Plans  
Deputy Director for Science & Technology  
Deputy Director for Support

SUBJECT : Archives, History, and Records

1. Considerable study and discussion has taken place of the Agency Historical Program, and the Records Management and Archives Programs. This memorandum will outline a basic approach to the interrelationship of these three subjects in an effort to improve the Agency's performance in all these fields.

2. In essence, the three subjects all record our experience to make it available for future use as required. This use includes file searches for current operational support, briefing and training new personnel, answering press or Congressional questions as to the Agency's role in earlier events, etc. The problem is to design a system which will satisfactorily answer the needs of the future in these fields with a minimum expenditure of man hours and funds at present. In these days of declining personnel ceilings, we obviously cannot dedicate large amounts of current manpower to making immediately available detailed answers to all contingent questions. On the other hand, some records have direct value to future operations and certainly our need to handle press or Congressional questions warns us of the need to devote an appropriate effort in this direction.

3. In our approach to this problem in this internally compartmented Agency, it is essential to decentralize much of the responsibility and most of the actual effort. At the same time, this decentralization needs to be matched by a reporting system which will indicate the degree to which minimum standards are met by all units, and a mechanism by which units can profit by interchange of experience and by sharing solutions.

4. In our analysis, we must clearly recognize different kinds of records material and the different purposes we expect them to serve. Some of our records are important basic reference tools, e. g., CI files.

Some are analyst working files of moderate life requirements. Some are formal publications of the Agency distributed elsewhere in the government with source sanitization. Some are operational records and documents. Some of our reviews of past events are essentially chronicles of these events, which have value to new arrivals. Some should be analytical reviews drawing lessons and conclusions. Our system should reflect these differences if it is to do the job needed.

5. The following over-all approach to this situation has been developed for implementation through the mechanisms indicated;

25X1

(a) Records Management

*Comments  
vs  
administration*

(1) The Records Management Board, with representation from each Directorate, will report its conclusions, recommendations, etc., (with any dissents) directly to the Executive Director. The Deputy Director for Support will remain administratively responsible for the over-all Records Management Program while each Directorate will remain responsible for the Records Management Program within its own Directorate. The Chairman of the Records Management Board will be the Agency Records Administration Officer, administratively responsible to the DES through the Support Services Staff. The Records Management Board will make semi-annual reports to the Executive Director, outlining the status of the Agency's Records Management Program, any problems it is experiencing and its recommendations for improvement of the program (including reports on Records Management to be submitted by the Directorates). The Executive Director will consult with the Deputy Directors before implementing any such recommendations.

(2) The Agency Records Administration Officer will be a non-voting member of the Agency Information Processing Board, with authority to submit agenda items and recommendations to the Information Processing Board. He will particularly bring to the attention of the Information Processing Board those aspects of the Agency's Record Management Program which should be considered by the Information Processing Board, with any recommendations for support of the Agency Record Management Program requiring Information Processing Board action. He will similarly make available to the Records Management Board all information coming before the Information

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Processing Board which might be of value or be appropriately considered by the Agency Records Management Board and its members.

(3) The Records Management Board will develop recommendations as to categories of Agency records (such as the categories in para 4 above, plus any others deemed appropriate) and as to specific guidelines for the selection and retention of records in these categories. These guidelines should also where appropriate include time periods for retention by category and indicate disposition thereafter, and include appropriate measures to comply with legal and Executive requirements for retention and declassification. In particular, recommendations should be made as to the identification of categories which might appropriately be retired as classified Government documents under GSA auspices or passed to the National Archives, rather than held solely under CIA control to protect intelligence sources and methods.

*Not a substitute for history - overkill - burden*

(b) Annual Reports. To provide the necessary chronicle of of the Agency's activities at minimum expenditure of effort, a system of annual reports of the units and offices of the Agency will be developed. These will be a part of the annual program proposal submitted by these units in response to the program call, covering significant events within the unit during the previous year. The identification of the elements to submit these annual reports and an outline of their format will be developed by the Office of PPD in coordination with the Deputy Directors. These annual reports should highlight major accomplishments, major problems and over-all conclusions and recommendations for future action in the unit itself or by elements supporting or associated with it.

(c) Archives

*should not be an annual exercise - should be continuing - by day*

(1) In the process of compiling its Annual Report, each unit submitting such a report will identify its key documents for the year in question for permanent inclusion in Agency Archives. The Records Management Board will develop the system or systems by which such documents can be identified on a systematic basis during the year for reference in the Annual Report. The Annual Report will provide an occasion for an over-all review to insure that the documents marked for archival retention are neither excessive in detail nor incomplete through omissions.

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(2) An Agency Archivist will be appointed to supervise the Agency's Archives Program, and will report directly to the Executive Director. He will be a member of the Agency Records Management Board and will coordinate the execution of the Archives Program through this Board. He will also work in close coordination with the Agency Records Management Officer and the Agency Historian. Archivists will be appointed by the Deputy Directors in their Directorates to supervise this program in the Directorate. No additional spaces will be made available for these Directorate posts and initially they need not be full-time if the functions can be handled on a part-time basis (e. g., by the Directorate Records Management Officers). The Agency and Directorate Archivists will supervise compliance with over-all Agency Archives regulations to be drawn up and issued after consultation with the Deputy Directors. A semi-annual report to the Executive Director on the Archives Program will be prepared and coordinated with the Records Management Board.

(3) Arrangements will be made for the segregation of archival documents from those held for Records purposes, in order to permit the automatic retirement and disposition of records without loss of the key archival documents. Archives will be physically held by the Records Management Officer in the Records Center, under guidelines established by the Agency Archivist.

(4) The Annual Reports will provide basic indices of archival documents for future reference.

(d) History

25X1

The major thrust of the Agency Historical Program will be placed on the development of analytical histories of important Agency activities and operations. The "Office History" approach to date, which has been largely successful in bringing our history up to 1965, will no longer be the major focus of the program, as the chronicling of future Agency activity will take place under the annual report system outlined above. Thus, future Agency histories will take major subjects of Agency activity and analyze the ways in which the various elements of the Agency worked together to produce the over-all Agency contribution to the operation in question. There will be some situations in which a single element of the Agency

*Document record should be put in archival program & not as separate report*

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provided all or most of the Agency participation in any one activity. There will be occasions also when sensitivity will require that any analytical review of an operation be conducted in a most restricted fashion. This will apply to many Clandestine Services histories. Priority will be given to establishing the basic Agency history of the more prominent operations and activities in which the Agency has been engaged,

25X1

[redacted] War in Vietnam, War in Laos, Congo Operations, U-2 Operations, etc., with particular attention to lessons derived from these experiences and establishing a convenient method of immediate response to public or congressional inquiries on these prominent events. Histories will in the future depend upon the Annual Reports for much raw material and identification of key documents through the Archives Program. The Agency Historian will be an ex-officio member of the Records Management Board, will report directly to the Executive Director, and will work in close coordination with the Agency Archivist and the Agency Records Management Officer.

#### 6. Interim Period.

In many areas it will be essential to produce one-time reports to cover the years from 1965 (or the most recent history) to the current Annual Report. This will be undertaken by each unit identified to submit future Annual Reports. In those situations in which an over-all Agency history to be produced will cover the period in question, a separate Annual Report need not be developed, (e.g., the War in Laos, the War in Vietnam), as the necessary chronicle and Archives can be developed at the same time as the analytical history. In other cases, however, a one-time effort to catch up to the current annual report system will be necessary and this will be undertaken by the unit in question. This activity will be supervised by the Agency Historian and Archivist.

W. E. Colby  
Executive Director-Comptroller

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10 May 1972

Mr. Coffey:

Mr. Colby's memorandum about the Archives and History programs has some modest changes from the earlier version but is not completely responsive to some of the fundamental points raised with him in response to the earlier version. Rather than dwell on these differences it may be more productive to look at the current paper by itself.

The overall concept of having the archive<sup>s</sup> and history, records and classification/declassification put together organizationally I think is fundamentally sound; the problem is that the soundness of the basic concept is likely to be shattered by the discussions that are bound to be generated in reaction to some of the specifics.

The Records Administration Officer is to chair the Records Management Board and report directly to the Executive Director; the DD/S is to provide general support to the Records Management Program; the Records Management Board is to have a secretariat reporting to the Executive Director; the Records Center is to be under the management of the Records Management Officer. One way of interpreting this is that all of the existing Records Management branches of the Support Services Staff would be transferred to the Executive Director to provide secretariat support to the board but this leaves unanswered the question of what is meant by the statement that DD/S will provide general support for the program.

I understood you to say this morning that it was your impression that the Records Center would be left in the DD/S; that the Archivist would chair the Records Management Board and that the Records Management Officer would act as secretary to the board. None of these things come through in Mr. Colby's memorandum. The memo says that the Archivist will report directly to the Executive Director; that he will be a member of the Records Management Board and coordinate the archives program through the board. He is to work closely with the Records Management Officer and the historian. The historian will also report directly to the Executive Director and will be an ex officio member of the board.

Deputy Directors are to appoint archivists of senior grade who may fulfill these responsibilities in addition to other duties. They are to be assisted by the Directorates' Records Management Officers. There is no similar prescription for Directorate historians; only the requirement that histories be prepared. Histories are to be dependent upon annual reports for general chronicle and upon the archives program for identification of key documents.

In my opinion much of this detail is superfluous to the basic purpose of establishing the concept of closely interrelated archives, histories, and records management. It might be better to simply state the concept, outline the basic structure, appoint the Directorate representatives and then charge them with the responsibility for working out the functional and operational details.

The most significant basic change in this memo from the earlier edition is the addition of the classification/declassification function as a responsibility of the Records Management Board. I applaud Mr. Colby's adoption of the idea that classification/declassification should be treated as a records management problem but the validity of that notion is based on the assumption that there will be a significant upgrading of the board whose primary function is not records management.

Mr. Colby's memorandum would use the Records Management Board as the substitute for, or instead of, creating a new intra-Agency Classification/Declassification Review Committee as required by Executive Order 11652. The Chairman of the Records Board would be the Agency representative to the Interagency Classification Review Committee. Validity of this of course depends upon who is designated. We are told that Defense and State plan to nominate their General Counsels to the Interagency Committee which suggests that our nominee should be at an equivalent level and is difficult to see how anyone in that stature could be expected to accept the chairmanship of the Records Management Board. We probably need separate people; one to represent the Agency on the Interagency Committee and another to chair whatever group is finally decided upon in the Agency.

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P.S. You recall that [ ] is changing assignments this summer and it would be unfair to expect his replacement to discharge satisfactorily any of the senior level responsibilities contemplated in Mr. Colby's memorandum.

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